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ing a romantic background to our seemingly more prosaic life. As institutions, they are extinct. The student will then find that political features have been obliterated entirely, and that questions of municipal organization, and land tenures, questions of *pueblos*, *presidios* and grants, have an enduring influence only in the entanglement and embarrassment which they cause in judicial and legislative proceedings. Only in private law will he find any permanent modification. Here the principles of the Roman law by their descent through the Spanish have permanently affected the legal system of the Southwest.

But all these institutions survive in varying modes and degrees on other soil than that of the United States. They are of deep interest to the student, and they still await an historian.

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LABOUR AND LIFE OF THE PEOPLE OF LONDON. By CHARLES BOOTH. Vol. II, pp. 607, with maps, etc. London, Williams & Norgate, 1891.

No one who shared the general enthusiasm for the first volume of Mr. Charles Booth's compilation upon the "Labour and Life of East London" can be surprised at the welcome accorded this second volume, which extends the inquiry along substantially the same lines to all London.

Indeed, the advent of the first volume marked an epoch in the methods of private philanthropic study, presenting a mass of orderly detail which transformed the attitude of the intelligent public towards the increasingly pressing problem of the city slums. Previously East London had been to the outside world a synonym for hopeless degradation: the infinite patience of appreciative study and observation transformed this limbo into a struggling community, with very human needs and aspirations, and above all with unsuspected claims for sympathy and aid from those whose prosperity seems in some mysterious way bound up with the great

vicarious suffering of the other half. There is, therefore, something peculiarly fitting in this sequence, which supplements the minute examination of a single poor quarter with a broader picture of the ramifications of poverty and vice throughout the great city. Respectability too easily forgets that the other half of which it glibly talks is not an isolated mass.

The second volume is divided into four parts. The first part, "London, Street by Street," embraces, besides the editor's explanatory notes upon the methods of the inquiry, a statistical summary of poverty in various parts of London, a chapter devoted to the classification and description of streets according to the seven shades of color (ranging from black to yellow) which indicate the condition of the inhabitants upon the great map; and finally an extended treatise upon blocks of model dwellings, composed of separate studies by Mr. George E. Arkell, Miss Octavia Hill, and a "Lady Resident," with sketches of the life in sample blocks by rent collectors and clergymen.

Under the general heading of "Central London," Part II contains:—first, a chapter of general description; second, a study of tailoring and boot-making trades, in which the editor's account of the differences that exist between East and Central London is supplemented by an interesting account of men's work in the West End Tailoring by Mr. James Macdonald, a working tailor, and by a brief sketch of women's work in the same trade, by Miss Clara E. Collet. The remaining papers in Part II are on Covent Garden Market, by Mr. E. C. Gray: Common Lodging Houses, by Mr. R. A. Valpy; a chapter on Homeless Men, in which the editor is assisted by Miss Margaret A. Tillard; and finally a statistical comparison of Central London, East London, and Battersea.

Part III is devoted to South and Outlying London. Here also the work of the editor is followed by a chapter on the condition of Battersea, by Mr. Graham Balfour; Mr. Jesse Argyle's description of Outlying London, north of the

Thames ; and by Mr. H. Ll. Smith's valuable discussion of the Influx of Population, continued from vol. I.

Part IV consists of a Classification of London Children ; a discussion of Elementary Education by Mary C. Tabor ; and two papers upon Secondary Education, of boys and of girls, by Mr. H. Ll. Smith, and by Miss Clara E. Collet, respectively.

The method of collaboration represented by this summary is obviously the same which characterized the earlier volume : and several of the principal writers reappear. It was inevitable, however, that this transition from the study of East London to a review of the metropolis as a whole should be marked by the substitution of a correspondingly larger unit of observation ; and as a matter of fact the street is substituted for the family in this second volume. The statistics of school attendance, etc., are thus given by streets instead of households ; with the result that while the old division of the population according to the conditions under which they live has been maintained, that according to employment has of necessity been dropped, or rather the industrial side of the problem is intentionally reserved for a later inquiry. It is to be remembered, however, that the calculations in this volume "are based as before, on the general assumption that as is the condition of families with school children, so on the whole will be that of the entire population, or, so far as there is any difference, better rather than worse." And at the same time the unit of area accepted is the School Board "block ;" though it is to be regretted that for purposes of comparative statistics these "blocks" bear no exact relation either to the registration sub-districts or to the ecclesiastical parishes. In fact, the extensive maps in the appendix are relied upon to exhibit the general results, and confidence in the maps is stimulated by sample pages from the note-books used in shading the streets, and by an enumeration of the precautions against error ; revision of first results by personal inspection of the whole ground on the part of the editor's

secretaries, aided by School Board visitors, by relieving officers for each Union, by agents of the Charity Organization Society throughout London, by the police, the clergy, and the district visitors to the poorer parts. Still it is one of the charms of the book that there is everywhere a frank recognition of the difficulties of the task, of the personal equation of the observer, by virtue of which "thousands of families may be placed one or the other side of the doubtful line of demarkation between class and class among the poor;" and the comforting assurance is given that in all such cases of doubt the expedient adopted is to over-estimate the poverty rather than err on the other side.

In conclusion Mr. Booth indicates the subjects to which succeeding volumes are to be dedicated:—first, "a description of the people according to their trades, as was partially done for East London," based upon the census figures of 1891; second, a comprehensive scheme for "taking stock of all that is being done now," with a view to estimating the value of existing religious and philanthropic agencies; and finally in the light of all this experience and study Mr. Booth contemplates a return to his original proposal for a revision of the Poor Law, when he "is better equipped for its practical discussion."

Surely in a time when social reforms and sweeping generalizations are novelties of a day the remarkably comprehensive character of this plan, the scholarly conscientiousness with which the problems are approached, and the success with which it has thus far been pushed forward cannot fail to excite liveliest anticipations and the most profound respect.

Apart from the topical treatment of the social problems already indicated, the most remarkable feature of this second volume is the fascinating set of colored maps by which the crime and poverty of London are depicted, street by street. Seven shades—black, dark blue, light blue, purple, pink, red and yellow—correspond to various combinations of the social alphabet from A to H. It is but

characteristic of the frankness and thoroughness of the work that some seventy sample streets are minutely described, house by house and family by family, that the reader may learn the full significance of the colors for himself. It is vicarious slumming to the fullest possible extent. Hour by hour the reader wanders through dreary streets and houses, sharing the labor and life of the people.

The reader who is tempted to criticise the repetitions and undigested details of London, street by street, should reflect upon the incalculable educational value of just this repetition and detail to the practical philanthropist. To the charity visitor the facts do not present themselves with the dramatic effect of general conclusions, but in precisely this dull, gray monotone of commonplace, reiterated observation of sights and sounds and smells. Even if there were no colored maps to interpret, no one who thinks himself interested in his fellows could afford to neglect these monotonously graphic details. No one who reads them aright can fail to find a new wealth of significance in the trivial externalities of the most dismal street. The bread strewn about, "which is the surest sign of extreme poverty all over London;" the sweet-shops, cat-meat shops, the stunted window plants; the door-knobs and the numbers even; and the very degrees of dirtiness, of ugliness, of pretentiousness in gutter, shutter or notices of rooms to let;—all are clothed with a new psychological significance. What was a "slum" becomes a book—a new volume in the palpitating book of human life: and he that hath eyes to see may read as he runs—weeping or smiling, or moralizing as he may, on to the end of the chapter. Moreover, there is another circumstance which adds to the value of all this observation,—the cosmopolitan character of poverty. Human nature, it is true, differs widely: but ignorant, hungry, wicked city-natures are much alike the world over. And, even if we deny Mr. Booth's assumption that what is true of London is largely true of New York, there yet remains the interesting task of making such comparisons as show the local

peculiarities. The tables at the end of the chapter give excellent summaries of these sample streets, for by this time the colored alphabet is well in the reader's head ; and there is a sad significance in the fact that the " black " streets are omitted from the tabulation on the ground that they are " beyond arithmetical treatment."

To those who are familiar with the first volume, the alphabetical classification presents no difficulties. It is the system used in describing East London, somewhat simplified. For the novice it must frankly be admitted there are great difficulties in fixing a definite meaning to these alphabetical classes. To say that A B C and D are " in poverty," while E F G and H are " in comfort," gives scarcely any help. Even the description of A as "lowest," B as "very poor," C and D as "poor," E and F as working class comfort, G and H as "middle class and above," are only approximate definitions. We gain some help, however, from incidental remarks to the effect that "it would not be unreasonable to include the 5,833 inmates of the prisons with class A, the 45,963 indoor paupers with class B, the 38,714 inmates of hospitals and asylums with classes C and D, and the 9,320 troops in barracks with classes E and F. Moreover no pains are spared to make the reader see these classes as they are. Numerically, each class would be a city by itself. Even omitting the 99,830 inmates of institutions, London is divided among the classes as follows :—

		Per Cent.	
A (lowest),	37,610 or	.9	In poverty, 30.7 per cent.
B (very poor),	316,834 or	7.5	
C and D (poor),	938,293 or	22.3	
E and F (working class, comfortable),	2,166,503 or	51.5	In comfort, 69.3 per cent.
G and H (middle class and above), . .	749,930 or	17.8	
	<hr/>	<hr/>	
	4,209,170	100	
Inmates of institutions,	99,830		
	<hr/>		
	4,309,000		

And when the hundred thousand inmates of institutions
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just mentioned are distributed among their proper classes the percentages are readjusted as follows:—A, 1.0 per cent.; B, 8.4 per cent.; C and D, 22.7 per cent.; E and F, 50.5 per cent.; G and H, 17.4 per cent. The aggregate of A and B will doubtless suggest the “submerged tenth” estimate given by the author of “Darkest England and the Way Out.”

In addition to the colored maps and the numerous statistical tables the proportions of the classes to one another are graphically depicted by means of diagrams in the second chapter of the first part.

The same human elements already noted characterize these statistics and essays throughout the volume. Still the method is photographic rather than synthetic. True, there are composite photographs, and at times the hand of the artist is in the sketches; but for the most part the facts are presented in a very human way, and the reader is left to think for himself, or to wait till the series of volumes shall be completed and the editor “better equipped” to think for him. The Philistine thought sometimes intrudes itself that actual photography will have to come next, with composite photographs of the “A” man and the “A” house, the “black” street and the “pink” street, and so on through the alphabet and chromatic spectrum of respectability. As it is, however, the reader wanders through the more difficult problems with a student or philanthropist to guide and help him. It is in this fashion that he is introduced to the comforts and discomforts of blocks of model dwellings. He visits the blocks, hears the quarrelling of the women in the common wash-houses, smells the demoralization of the common sinks and closets as he climbs from floor to floor; he joins in the condemnation of the part which “the professedly philanthropic” sometimes play in the spectacles of demoralizing environment; he feels the seductiveness of the “own little house” theory and finally concludes that there is still a slight flavor of Indian warfare about the life of the ordinary block house. The truth is, extremes meet. The overgrown social aggregates we call

great cities present phases of solitude and inhuman isolation to which the hermit is a stranger ; and at the same time the gregarious and socializing instincts break down under the strain of such suffocating intimacy as the crowded tenements and involuntary promiscuity of city poverty enforce. Men, women and children are in the world, jostling and struggling against it but not of it. To be decent we must have room—the best of us feel that at times. There is a certain cubic concomitant of moral as well as of physical hygiene. Practically that is what the “ ticketed houses ” in Glasgow mean, with their cubic and their human content accurately measured and officially posted on the door. And unfortunately the lower grades of moral excellence require most room, if we are to look for improvement. Doubtless the convent life of the tenement house and hotel presupposes a certain training, if people are to be civilized to one another, let alone the higher art of being civil. Nevertheless, these block houses have come to all classes, rich and poor alike ; for the present they have come to stay ; and they have brought with them opportunities for social service on the part of those who can control the environment and furnish the necessary discipline and training. Fortunately, moreover, there are those who believe that tenement-house philanthropy will “ pay.”

To those who have supposed nothing could be worse than East London or Whitechapel, the comparative statistics, both as to intensity and extent of poverty in different parts of London, are of unexpected interest. Not only is the percentage of classes “ in poverty ” [A B C D] in excess of what was anticipated by nearly six per cent., but East London itself loses its unenviable pre-eminence. In 1888 an estimate based upon the facts as to East London, placed the percentage of poverty for all London at 25 per cent. ; but the result of actual inquiry is to include in the first four classes about 31 per cent. Moreover the highest percentage of poverty is in South London, where there is “ an area with about 33,000 inhabitants lying between Black Friars

and London Bridge, having close upon 68 per cent. of the poor."

East London, on the other hand, stands fourth on the list, with 59 per cent. in a part of Bethnal Green. Sometimes the laws of social deterioration seem to show certain tendencies to compensation in a strangely delusive impression of "ease in life" found in many of the lowest quarters of London; but not in South London. At every point—industrial or social—this unhappy district appears to lead in the miserable competition.

These districts are, as we have observed, all described in detail farther on in Parts II. and III. Here the philanthropist takes the reader in hand and shows him the infinite and unconscious pathos of the streets of Central London by day and night;—the poorest coming "last to make their purchases," late at night, when costers and their smoky lamps are abandoning the deserted streets and the best food is already sold. Yet the street scenes of Central London nowhere rival the "evident utter poverty" of South and East London. Occasionally in these excursions there is a pardonable use of technical language well calculated to impress the reader with his own ignorance and with the genuineness of the writer's knowledge at first hand, though the unsophisticated might be disposed to recommend a foot-note glossary of such terms as "cab-touts," "bullying tout," "doss," "dosser," "cadgers," and the like. It is in Central London where all the bewildering contrasts of the most highly and the least differentiated society clash, —where the extremes of life and labor meet and pass and jostle one another. Here in the poorest districts, even religious competition comes in for a share of blame:—"nor is the struggle of different sects over these poor souls conducive to anything but evil," we are told, since it tends to degrade the profession of piety to a mere "qualification for charitable assistance."

So many phases of this teeming life are touched upon that an exhaustive summary is far beyond our present purpose.

Those who would contrast the industrial phases of West and East London must read the chapters for themselves if they would understand the social and moral bearing of the opposing tendencies towards the systems of factories and that of home industries.

Every one knows the part which "casual" labor plays in city complications. The curse of irregular employment confronts the student on every hand,—in the demoralization of workshops, the hangers-on of great markets at day-break, the throngs at the dock gates, the nomads who swarm to the lodging houses at night, the "homeless" men and women who brave the terrors of work and water at the casual wards, when the police or the inclement weather make camping in the squares or parks intolerable.

Black spots on the map, and registered common lodging houses naturally go together. The facts given concern four groups of these houses,—about 80 in Central London, 150 in Whitechapel, 65 in Southwark, and some 80 in the West. It is difficult to separate the voluntary from the involuntary degradation; and yet the chapter devoted to these houses is an interesting attempt to present the facts with some approximate indications of causes, of results and of remedies. The elements of pathos and bathos are not forgotten; and these "doss"-house caricatures of fashion show how deeply rooted are the instincts that control society. Not only is there honor among thieves and beggars, but there is caste and rank.

Apart from the special local significance of industrial and social contrasts, these studies of Central London, East London, South and Outlying London embrace many matters of more general interest for the student of city life:—the constant gravitation of weakness and depravity towards the lowest centres, the centrifugal tendency of the "better off;" the possibilities suggested by that "most perfect specimen of a working class residential district in the Shaftesbury Estate," Battersea. South London, too, is rich in those appalling contrasts suggested by surviving names of historic streets,

localities or inns. Perhaps, indeed, the purlieus of Southwark are worthy descendants of the region of debtors' prisons, ducking-stools, bear baiting and similar refined sports which flourished in the days of good Queen Bess : but alas for Mr. Pickwick and Sam Weller and the famous hotel "whence started the pilgrimage to Canterbury!" On the other hand, West London, north of the Thames, with its six centres of poverty, teaches lessons of another sort of contrast,—poverty in all the discomfort of "the cast off clothes of the rich."

Of the chapter on Influx of Population, by Mr. H. Llewellyn Smith, too much cannot be said in praise. It is the sequel to a study of migration from the country to East London, in the first volume ; and in some respects it represents the best model of special research in the book. Mr. Smith gives a typical immigrant biography and supplements his work with statistical tables and a map, showing the proportion of the inhabitants of each registration sub-district in 1881, born in other parts of the United Kingdom. His conclusions as to the economic significance of the migration from the country to London are of first importance to the student of this vexed problem of the relation of town and country. The physical and moral deterioration consequent upon morbid conditions of city-living, accounts both for the great moral precipitate of London life and the insatiable thirst of the metropolis for the best and freshest blood of the land.

That portion of the volume devoted to London children is a treatise in itself. Indeed, as we saw in the basis of calculation at the very outset, the emphasis placed upon the condition of the child is deeply significant. Externally, the indices of crime and squalor are said to be least conspicuous in men, more obvious in women, and startlingly distinct in the faces and demeanor of children. Not only are the numbers of children in some degree a measure of social conditions, but their very "looks" tell the story of parental sin. In any event, the preëminent importance attaching

to juvenile education and environment lends all its weight to this study of the poorly born and poorly fed. The imagination sickens at the pathetic tales of child woe concentrated in the twenty-three "Special Difficulty" schools with their roll of some 21,000 children, and at the thought of the more than 30,000 whose drink-sodden, lazy parents "will not be at the trouble to rise, give the children a meal, and send them off, willing or unwilling, until past the hour when the school doors are closed." Yet the dangers of the "free meal" and of other proposed remedies seem to be surpassed only by the dangers of no remedy at all.

Finally, as of flattery so it may be said of praise, the sincerest form is imitation. It is interesting, therefore, to observe the stimulus which the advent of these volumes has given to philanthropic research. The latest instance is to be found in the forthcoming study of the tenement houses of Boston by the Massachusetts Bureau of the Statistics of Labor. The report is based upon a house to house canvass of all tenement property in the city; and it is hoped in some measure to follow Mr. Booth's plan of illustration by colored maps. Such action by public bureaus is hopeful in the extreme; and there is reason to expect that official statistics may be supplemented by an organized effort to combine the energies and sympathetic observations of voluntary workers in charity organizations.

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STATE RAILROAD COMMISSIONS AND HOW THEY MAY BE MADE EFFECTIVE. By FREDERIC C. CLARK, Ph. D., Instructor in History and Political Economy, Ann Arbor High School. Publications of the American Economic Association, Vol. VI., No. 6. Baltimore: 1891. Pp. 110.

To the casual observer it might seem that the movement for State regulation of railways in the United States had come to a standstill. The Interstate Commerce Commission fails to make head against the opposition of the roads, the statutory limitations of its powers, and the recent adverse decisions of the Supreme Court. The State Boards are